

# SOUTHEASTERN CONNECTICUT COUNCIL OF GOVERNMENTS

5 Connecticut Avenue, Norwich, Connecticut 06360  
(860) 889-2324/Fax: (860) 889-1222/Email: [office@seccog.org](mailto:office@seccog.org)

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## Narrative Information Sheet

### 1. Applicant Identification

Southeastern Connecticut Council of Governments (SCCOG).

### 2. Funding Requested

- a. Assessment Grant Type: Community-wide.
- b. Federal Funds Requested: \$300,000 (hazardous substances & petroleum).
- c. Contamination: Hazardous Substances (\$200,000) and Petroleum (\$100,000).

### 3. Location

- a. Three towns within SCCOG's region: Bozrah, Lisbon, and Sprague.
- b. All three towns are in the County of New London.
- c. All three towns are in the State of Connecticut.

### 4. Property Information for Site-Specific Proposals

Not applicable.

### 5. Contacts

#### a. Project Director

Name: Amanda Kennedy  
Phone: (860) 889-2324  
Email: [akennedy@seccog.org](mailto:akennedy@seccog.org)  
Address: 5 Connecticut Avenue, Norwich, CT 06360

#### b. Chief Executive

Name: James S. Butler  
Phone: (860) 889-2324  
Email: [jbutler@seccog.org](mailto:jbutler@seccog.org)  
Address: 5 Connecticut Avenue, Norwich, CT 06360

### 6. Populations of Priority-Site Towns within SCCOG's jurisdiction

Town of Bozrah: 2,607

Town of Lisbon: 4,323

Town of Sprague: 2,952

*Source: 2012 – 2016 American Community Survey, United States Census Bureau.*

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#### Member Municipalities:

Bozrah \* Colchester \* East Lyme \* Franklin \* Griswold \* Borough of Jewett City \* City of Groton \* Town of Groton \* Lebanon \* Ledyard \* Lisbon \* Montville \* New London \* North Stonington \* Norwich \* Preston \* Salem \* Sprague \* Stonington \* Stonington Borough \* Waterford \* Windham

*Si necesita asistencia lingüística, por favor comuníquese a 860-889-2324, [office@seccog.org](mailto:office@seccog.org).*

7. Other Factors Checklist

Other Factors	Page #
Community population is 10,000 or less.	Yes, see above
The applicant is, or will assist, a federally recognized Indian tribe or United States territory.	N/A
The priority brownfield site(s) is impacted by mine-scarred land.	N/A
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	Yes, pp. 1, 3 of Narrative Proposal
The priority site(s) is in a federally designated flood plain.	Yes, p. 1 of Narrative Proposal
The redevelopment of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or any energy efficiency improvement projects.	Yes, pp. 2-3 of Narrative Proposal
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	No, pp. 5-7 of Narrative Proposal

8. Letter from the State or Tribal Environmental Authority

See attached letter from Mark Lewis of the Connecticut Department of Energy and Environmental Protection (CT DEEP), dated January 23, 2019.

**Member Municipalities:**

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January 23, 2019

Ms. Amanda Kennedy  
Assistant Director  
Southeastern Connecticut Council of Governments  
5 Connecticut Avenue  
Norwich, CT 06360

Re: State Acknowledgement Letter for EPA Brownfields Assessment Grant for FY 19

Dear Ms. Kennedy:

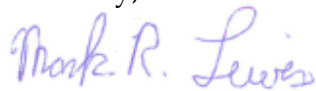
The Connecticut Department of Energy and Environmental Protection (DEEP) acknowledges that the Southeastern Connecticut Council of Governments (SCCOG) intends apply to the US Environmental Protection Agency (EPA) for a Brownfields Assessment Grant for Federal Fiscal Year 2019. The SCCOG plans to use the grant funding to conduct assessment activities at various properties contaminated with hazardous substances and petroleum in communities served by the SCCOG. These communities include, but are not limited to the Towns of Sprague, Lisbon and Bozrah.

If petroleum assessment grant funds are awarded by EPA, DEEP or EPA must determine the eligibility of each petroleum site before any site specific assessment activity is undertaken using the petroleum assessment grant funds.

You may want to refer to DEEP's PREPARED Municipal Workbook. This on- line guidebook is designed to help municipalities navigate the complex process of remediating and redeveloping brownfields. The Workbook is available on our web site at  
[http://www.ct.gov/deep/cwp/view.asp?a=2715&q=555770&deepNav\\_GID=1626](http://www.ct.gov/deep/cwp/view.asp?a=2715&q=555770&deepNav_GID=1626).

If you have any questions about this letter, please contact me at (860) 424-3768 or by e-mail at [mark.lewis@ct.gov](mailto:mark.lewis@ct.gov). Good luck with your application.

Sincerely,



Mark R. Lewis  
Brownfields Coordinator  
Office of Constituent Affairs & Land Management

C: Sam Alexander, SCCOG (via e- mail)  
Ms. Dorrie Paar, EPA (via e- mail)  
Dr. Nefeli Bompoti, UConn (via e- mail)

## **Narrative Proposal**

### **1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION**

#### **a. Target Area and Brownfields**

##### **i. Background and Description of Target Area**

The Southeastern Connecticut Council of Government (SCCOG) represents 22 towns, cities, and boroughs in southeastern Connecticut. SCCOG coordinates inter-municipal action to address regional issues facing its member communities, which include the three small, rural Target Area towns of this application: Sprague, Lisbon, and Bozrah. Each town has fewer than 5,000 residents and all three rely on SCCOG for planning and economic development staff support.

The three towns share a common rural character and face challenges due to the decline of the historic mills and industrial facilities that are remnants of Connecticut's industrial past. Sprague was hit particularly hard by the closing of several mills up to 1970. Recently, a major manufacturer, Fusion Paperboard, closed in 2014. Only one large manufacturer remains in town today, which is the town's largest employer of 100 people. Sprague is currently identified as a Distressed Municipality by the CT Department of Economic and Community Development due to high municipal debt and other indicators such as poverty, income and unemployment. Both Sprague and Lisbon are located in a State-designated Enterprise Corridor Zone, as a result of meeting criteria of high unemployment, poverty or public assistance.

##### **ii. Description of the Priority Brownfield Site(s)**

There are two Priority Sites in the Town of Sprague. The former Fusion Paperboard (FP) property, abandoned in 2014 and owned by the Town since 2017, includes 486 acres of a former cardboard production facility extending into Lisbon. While some investigation has taken place in the past two years, there are 82 acres remaining of un- or under-assessed areas on the FP property, consisting of various parcels with varying histories of land use with a potential for pollution, including a quarry landfill and a former gauze mill. Each parcel requires investigation and separate plans for redevelopment and reuse. The second target site is a 2.34-acre former industrial mill at 41B West Main Street (WMS) in the village of Baltic. The site is adjacent to residences, 500 feet up gradient from the Shetucket River, and lies in a flood zone (09011C0202G) and water resource protection sub-regional basin. An Aquifer Protection Area is immediately down gradient of this site.

Two other Priority Sites are located in Lisbon. Textile Prints (TP) includes a former textile manufacturing facility and nearly 200 acres of adjacent forest. TP is located at 99 River Road, near two, large shopping plazas, a residential area, and across the Quinebaug River from a high school. When it operated, TP discharged thousands of gallons of wastewater daily, often exceeding permit limits for copper, zinc, oil, and grease, which was often retained on-site in uncontrolled aeration lagoons. Also in Lisbon, the Arco Gas Station, opened in the 1930s, included an auto repair shop and multiple Underground Storage Tanks (USTs) that pose potential petroleum contamination. Arco is located within one-half mile of a public park, middle school and senior center, all of which host some of the town's most vulnerable residents.

The fifth Priority Site is located in the Town of Bozrah. The former "Mimmo's" gas station is located near residences and business on Route 82 (Salem Turnpike) and poses a visual blight.

#### **b. Revitalization of the Target Areas**

##### **i. Redevelopment Strategy and Alignment with Revitalization Plans**

The redevelopment strategies of all three towns share the desire to keep existing character intact, while increasing the tax base and enhancing quality of life for residents. In particular, the region

expects its largest employer to double its workforce in the coming decades; General Dynamics Electric Boat is a submarine manufacturer in the nearby municipalities of Groton and New London, which currently employs about 12,500 people.<sup>i</sup> This will result in an increased demand for housing and services in the region, a portion of which will likely be built in the region's rural communities. This economic boom will infuse the region with much-needed capital, creating a unique opportunity to attract developers and revitalize the region. Thus, this is the ideal time for SCCOG to coordinate assessment of brownfields (BFs); by getting ahead of the anticipated economic boom, and having assessments and feasibility studies completed now, the Priority Sites will be ready for redevelopment as interest peaks. Furthermore, given the access to commercial rail, the downtown areas of Sprague and Lisbon can serve businesses and light manufacturing alike. To both preserve green fields and foster economic development, the cleanup and reuse of the extensive land and facilities associated with the BFs greatly enhance the region's development opportunities.

The Town of Sprague's 2018 Plan of Conservation and Development (POCD) articulates the need for a marketing plan for Baltic; this will be made possible as a result of this project. The vision for Baltic, which includes the WMS site, is for a greater mix of uses, such as restaurants and affordable housing, promoting the area's historical significance, and developing a trail network to take advantage of unrealized outdoor recreation opportunities. Similarly, the vision for redeveloping the former FP site includes marketing to a use that can benefit from the existing rail siding, such as aerospace manufacturing, and subdividing the property to accommodate compatible uses, such as solar arrays, agriculture, open space, bike trails, or housing.

In Lisbon, the two BF Priority Sites are located on parcels optimal for development of businesses, senior housing, and/or public green space. The TP parcel is located near two main retail shopping complexes. The front six acres currently have a commercial use fronting the road (Better Val-U super market) and the area formerly occupied by TP behind it. The remaining 201 acres are forested, making this parcel a candidate for the various developments or uses contemplated by the town. The developed section of the property is served by public water, sewer, and electricity. Moreover, targeting the previously developed section for reuse helps to preserve the rural character and natural resources of Lisbon. And since Lisbon currently only has 1.6% (165 acres) of its land area set aside as open space, the additional 201 acres of green space this property presents would more than double the town's green space.<sup>ii</sup> The Arco property's proximity to a senior center, a K-8 public school, and a park in the downtown area of Lisbon, also present an opportunity to turn an eyesore into a space that supports Lisbon's small-town character.

The Bozrah POCD speaks to the need to preserve the character of the town and contribute to economic development. SCCOG will use funds for a Phase I assessment of petroleum contamination at the Mimmo's property. Since this site is in a commercial zone with existing homes and small businesses nearby, it is a viable location for light business, such as a restaurant or small store. These uses would contribute to economic growth without using undeveloped land.

#### ii. Outcomes and Benefits of Redevelopment Strategy

As noted later in this application, the three subject towns have experienced downward economic trends that sustainable, community-endorsed redevelopment may help to alleviate. As mentioned above, completing assessments now will put the Priority Sites on track for redevelopment during the expected employment expansion at General Dynamics Electric Boat. To prevent further urban sprawl, a trend that has affected Connecticut for decades, it is critical that the increased needs for housing and businesses are met in existing developed space. In small, rural communities, such as the three subject towns, these spaces are essentially only the large BF sites. The revitalization of these spaces for housing and other uses are critical to attracting new residents.

The environmental and sustainability benefits of the proposed projects are numerous. In Sprague, solar farms are one of the proposed redevelopment projects for the former FP property, which would provide a major renewable energy source for the region. SCCOG will promote energy-efficient improvements in relation to all redevelopment projects funded by the EPA. Both Sprague and Lisbon will be well-positioned to promote open space within some portions of the identified properties. In addition, given the proximity of waterways to most of the Priority Sites, the region will likely experience increased water quality as a result of dealing with their BF problems. Finally, the economic benefits from creating new businesses cannot be understated, given the small tax base of the Target Area and the need to create jobs.

### **c. Strategy for Leveraging Resources**

#### **i. Resources Needed for Site Reuse**

SCCOG administers on-going, annual services, as well as durational, special projects. Special projects are studies, plans, or implementation efforts affecting a given topic (e.g., a study of future housing growth demand). Most special projects are grant-funded and SCCOG's ability to deliver projects funded under a variety of grants sources is extremely high. As indicated in Section 4.b, below, SCCOG has prior successful experience with obtaining grants for non-BFs-related areas, demonstrating the high likelihood of obtaining additional resources. If awarded funding, SCCOG would provide in-kind services from existing staff using funding from a Regional Services Grant, from the CT Office of Policy and Management, to administer this grant and prepare additional applications. Specifically, SCCOG expects to use EPA BF Assessment funds to leverage additional assessment and remediation funding from the numerous State of Connecticut BF grant and loan programs, which provide millions of dollars in BF remediation funds annually. Having an initial assessment substantially increases the potential for obtaining additional grants and loans as properties become more marketable.

Sprague and Lisbon are part of an Enterprise Corridor Zone, which provides financial incentives to manufacturing and warehousing businesses; this may work in synergy with BF redevelopment. This project also leverages a statewide resource: CT Green Bank, which provides capital for development projects that include green and high-efficiency building practices. Finally, as previously stated, this initiative will begin at the onset of job growth at the region largest employer. This will increase the likelihood of economic success and, in turn, the commitment of funds for redevelopment of the Priority Sites and sites later determined under this grant.

#### **ii. Use of Existing Infrastructure**

All Priority Sites, except for the former Arco Gas station in Lisbon, are either serviced by public water and sewer, or are in proximity to established infrastructure that extension is feasible. In addition, portions of the former FP property in Sprague contain rail siding that can be updated for use in plans to attract defense or other manufactures. The New England Central Railroad received a US Department of Transportation, Transportation Investment Generating Economic Recovery (TIGER) grant in 2014 to upgrade 55 miles of track, an effort that was greatly needed to improve rail access to the Port of New London; this effort will impact the marketability of the FP site.

## **2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

### **a. Community Need**

#### **i. The Community's Need for Funding**

All three Target Area towns exhibit numerous indicators of need for EPA BF Assessment funds. The Town of Sprague's unemployment rate exceeded the State's in 2018.<sup>iii</sup> Sprague has been designated as a "distressed municipality" by the CT Department of Economic and Community Development (DECD) since 2005.

In a global sense, the BF status of the Priority Sites will continue to be an insurmountable hurdle to redevelopment without assessment funds. Because the interest of potential developers and businesses in redeveloping the sites is hampered by the lack of a determination of the environmental issues at the sites, opportunities for redevelopment are out of reach without assessment funds. Priority Sites are located in key economic corridors in all three towns, meaning that redevelopment could greatly improve the towns' economies. Some sites are vacant remnants of these towns' industrial past, but in all cases could see new life.

The three subject towns are in a unique opportunity to seek a regional solution to BF redevelopment. SCCOG planning staff provides planning and economic development assistance to these communities, and BF assessments and inventory will simply be an extension of that regional service, while SCCOG staff is able leverages local knowledge of the three towns.

## ii. Threats to Sensitive Populations

### *(1) Health or Welfare of Sensitive Populations*

Nearly 20% of the Town of Bozrah's population is 65 or older, which exceeds the national average of 14% by a wide margin.<sup>iv</sup> The Census Block Group containing the two Priority Sites in Lisbon has a 65-or-older population of 15%, as well as children less than five years old exceeding the national average.<sup>v</sup> The Census Block Group containing the former FP property in Sprague has a 65-or-older population of 21%.<sup>vi</sup> The Block Group encompassing the village of Baltic and containing the WMS site has a minority population of 17.4%.<sup>vii viii</sup> Demographically, Baltic is the center of population in Sprague and the village area is dominated by multi-family housing. Despite the overall low percentage of minority population in Sprague, the town's minority population live closest to BF sites like WMS and the former Baltic Mill site. These populations may be affected by the blight and health impacts associated with the BFs.

### *(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions*

A number of public health indicators demonstrate decreased mental and physical health in the target areas, which may be influenced by the environment and the presence of BFs. The Towns of Lisbon and Sprague have child asthma rates of 15.8% and 17.5%, respectively, which exceed the statewide rate of 13.9%.<sup>ix</sup> Lisbon and Sprague have lung cancer death rates of 64.5 and 53.7 per 100,000, respectively, which exceed the statewide rate of 47.5.<sup>x</sup> All three towns have mental health and/or substance abuse program admissions rates exceeding the statewide rate. Bozrah has a mental health admission rate of 51.3 per 10,000, compared to the statewide rate of 45.7. Lisbon and Sprague have substance abuse program admission rates of 61.5 and 53.7 per 10,000, respectively, which exceed the statewide rate of 47.5.<sup>xi</sup>

### *(3) Economically Impoverished/Disproportionately Impacted Populations*

The Target Areas exhibit a clear need for economic investment. Remediation of the Priority Sites and identification of additional brownfield sites for future cleanup will go a long way in improving the development prospects in these towns, and therefore increasing access to jobs.

The median household income in the two Census Block Groups in Sprague, which contain the FP and WMS sites, are \$65,469 and 66,827 respectively, compared with the State median, \$71,755.<sup>xii</sup> Relatedly, 11.6% of households in the Census Block Group containing the WMS site receive public assistance income, while this is true for 6.5% of households in the Census Block Group containing the two BF sites in Lisbon. Comparatively, 3.6% of households in the State receive public assistance income.<sup>xiii</sup>

All three towns have high populations of disengaged youth. In Bozrah, Lisbon, and Sprague, between 2012 and 2016, 13.9%, 7%, and 9% of youth were disengaged, compared with 5% in Connecticut.<sup>xiv xv</sup>

## **b. Community Engagement**

### **i. Community Involvement**

SCCOG will implement a community engagement plan that encompasses the planning, progress, and production aspects of the proposed assessment project, and that is on-going from inception to completion. Planning community outreach will involve holding public meetings in each town, including: (1) BF workshops meant to generate redevelopment options for Priority Sites that gauge community needs; (2) community leadership meetings that involve town officials, to discuss priorities for BF redevelopment; and (3) informational and strategic meetings with relevant State officials, private developers, town residents, and other stakeholders.

### **ii. Incorporating Community Input**

During the progress on the proposed assessment project(s), SCCOG staff will meet with local Planning and Zoning Commissions on a regular basis to discuss progress and findings and continue to dynamically inform redevelopment decision-making and fund-raising. Once assessment projects are completed, final reports will be made available to the public. Public comment will be provided throughout the project. SCCOG will make monthly progress updates available internally at SCCOG Board meetings and externally to the stakeholder towns. SCCOG will post progress updates on its web site and Facebook page. SCCOG will also work closely with the community organizations identified below. All meetings will be open to the public and properly noticed.

Partner Name	Point of Contact (name, email & phone)	Specific role in the project
Town of Sprague	Catherine Osten, First Selectman (860) 822-3000   c.osten@ctsprague.org	Subject municipality
Town of Lisbon	Thomas Sparkman, First Selectman (860) 376-3400   tsparkman@lisbonct.com	Subject municipality
Town of Bozrah	Glenn Pianka, First Selectman (860) 889-2689   firstselectman@bozrahct.org	Subject municipality
Southeastern Connecticut Enterprise Region	Nancy Cowser, Executive Director (860) 437-4659   ncowser@secter.org	Coordinating partner
The Last Green Valley	Lois Bruinooge, Executive Director (860) 774-3300   lois@tlgv.org	Coordinating partner
Eastern Connecticut Conservation District	Dan Mullins, Executive Director (860) 319-8806   dan.mullins@comcast.net	Coordinating partner

## **3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS**

### **a. Description of Tasks and Activities**

*Task 1: Project Coordination* – SCCOG staff will assemble an Advisory Board (AB) to assist in implementing the project. The AB will consist of representatives from subject towns and other members chose by SCCOG staff, and will be used for guidance and consultant selection. In addition, the AB members may assist the project consultant in conducting an inventory and prioritization of possible BF properties (in addition to the Priority Sites) for assessment.

Activities under Task 1 include administration by SCCOG, consultant selection, and creation of a BF inventory. This project proposal allocates \$24,000 for a BF inventory. The BF inventory will require assistance from an environmental consultant, and will involve both field work and desktop data collection, as well as the creation of a geographic information systems (GIS) layer for the



sites. The inventory will be used by SCCOG staff and the AB to prioritize the sites for Phase I and II investigations. Additional money is budgeted for meeting supplies.

Allocation: \$24,250 (Petroleum and Hazardous Substances, combined).

Timeline: Months 1-3.

Task 2: Phase I Investigations – This task will involve conducting ten (10) Phase I investigations at Priority Sites and up to five sites identified under Task 1: four (4) for petroleum and six (6) for hazardous substances. \$4,000 is budgeted for each investigation. This task will be performed by the project consultant(s).

Allocation: \$40,000 (Petroleum and Hazardous Substances, combined).

Timeline: Months 3-18.

Task 3: Phase II Investigations – This task will involve conducting five (5) Phase II investigations at Priority Sites: two (2) for petroleum and three (3) for hazardous substances. \$40,000 is budgeted for each investigation. If additional money remains, Phase II investigations may be performed for a site(s) identified under Task 1. This task will be performed by the project consultant(s).

Allocation: \$200,000 (Petroleum and Hazardous Substances, combined).

Timeline: Months 6-33.

Task 4: Re-Use Planning – Using the results of Phase II investigations, proposed re-use plans and potential human health impact evaluations will be developed with the input of the public and other stakeholders, such as local and State governments. A summary of investigation results and plans for re-use will be drafted and published on the SCCOG web site and be incorporated into the project's community outreach program. It is estimated that two (2) plans at \$16,000 each will be prepared for sites identified in the prioritization process. Re-use planning will be led by the project consultant(s). An additional \$1,000 is for planning meetings of stakeholders and \$250 for supplies, such as promotional material.

Allocation: \$33,250 (Hazardous Substances).

Timeline: Months 18-36.

Task 5: Community Outreach – The AB and SCCOG staff will conduct on-going community outreach activities. Outreach will include: BF workshops aided at refining community needs for re-use plans; meetings with the public and meetings involving local, State, and Federal governments, and other stakeholders; holding a public comment period; internal SCCOG meetings and actions to plan, implement, and communicate progress; web and social media outreach and updates; and communication with partner organizations. Time dedicated by SCCOG staff will be in-kind. A lump sum of \$2,000 is foreseen to cover costs associated with organizing the meetings and \$500 for promotional material.

Allocation: \$2,500.

Timeline: Months 1-36.

## **b. Cost Estimates and Outputs**

### Outputs

- Task 1: Brownfield inventory with GIS map and priority list.
- Task 2: 10 Phase I reports.
- Task 3: 5 Phase II reports.
- Task 4: 2 reuse plans.
- Task 5: Community outreach.

### Cost Estimates

Budget Category	Task 1: Project Coord.	Task 2: Phase I	Task 3: Phase II	Task 4: Re-Use Planning	Task 5: Comm. Outreach	Total
Personnel	\$0	\$0	\$0	\$0	\$0	\$0
Fringe Benefits	\$0	\$0	\$0	\$0	\$0	\$0
Travel	\$0	\$0	\$0	\$0	\$0	\$0
Equipment	\$0	\$0	\$0	\$0	\$0	\$0
Supplies	\$250	\$0	\$0	\$250	\$500	\$1,000
Contractual: Haz. Sub.	\$24,000	\$24,000	\$120,000	\$32,000	\$0	\$200,000
Contractual: Petroleum	\$0	\$16,000	\$80,000	\$0	\$0	\$96,000
Meeting expenses	\$0	\$0	\$0	\$1,000	\$2,000	\$3,000
Total Direct	\$24,250	\$40,000	\$200,000	\$33,250	\$2,500	\$300,000
Total Indirect	\$0	\$0	\$0	\$0	\$0	\$0
Total Budget	\$24,250	\$40,000	\$200,000	\$33,250	\$2,500	\$300,000

### **c. Measuring Environmental Results**

The outputs of this project are a BF inventory, ten (10) Phase I and five (5) Phase II investigations of the Priority Sites and other sites to be identified in the BF inventory, and re-use plans for two (2) BF sites. SCCOG staff will be responsible for setting and monitoring the timetable for each task and deliverable, preparing reports related to the grant, and tracking outputs. Outcomes will be measured by the qualified environmental consultant(s) hired to conduct the Phase I and II investigations and lead production of re-use plans, based on best practices of the industry and data-driven standards. Firm deadlines for each task will be set by SCCOG staff early in the grant administration process.

## **4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

### **a. Programmatic Capability**

#### **i. Organizational Structure**

The SCCOG staff heading the project efforts are listed in the table below. SCCOG staff will manage the project and coordinate deliverables with the project consultant(s). The AB will consist of representatives from the three Target Area towns and other members chose by SCCOG staff, and will be used for guidance and consultant selection.

Upon notification of award, SCCOG will form the AB, which will assist in overseeing the project, informing the towns and stakeholders, and setting public meetings. Within two months of the award, SCCOG will issue a Request for Qualifications and Proposals (RFP/Q) and interview selected, qualified applicants with the AB. Applicants will firms with Licensed Environmental Professionals (LEPs) on staff.

<b>SCCOG Professional Staff Available</b>	<b>Position</b>
Amanda Kennedy, AICP	Assistant Director/Dir. of Special Projects
Carly Myers, AICP	Planner II
Sam Alexander, AICP	Planner II
Liz Crutcher	GIS Coordinator

ii. Acquiring Additional Resources

During this project, SCCOG will encourage the towns to continue planning potential projects, speaking with potential developers, and will continue to take account of stakeholder input for additional sites needing assessment.

**b. Past Performance and Accomplishments**

SCCOG has not received an EPA Brownfields Grant but has received other federal or non-federal assistance grants, as noted below.

i. Purpose and Accomplishments

SCCOG is typically awarded one or more grants from Federal, State, or other partners, per year, which fund a special project or study. Listed below are three recently received grant awards accomplishing projects similar in size, scope, or relevance to the subject proposal.

<b>Awarding Agency/Organization, Grant Program</b>	<b>Grant Term</b>	<b>Grant Amount</b>
<i>Southeastern Connecticut Community Rating System Study, expected completion: 2019</i>		
Connecticut Office of Policy and Management, <i>Regional Performance Incentive Program</i>	Jan. 1, 2018 – Jun. 30, 2019	\$200,000
<i>Southeastern Connecticut Critical Facilities Assessment, 2017</i>		
Connecticut Institute for Resilience and Climate Adaptation, <i>Municipal Resilience Grant Program</i>	Jul. 1, 2016 – Jun. 30, 2018	\$30,000
<i>SUBASE New London Joint Land Use Study, 2017</i>		
Department of Defense, Office of Economic Adjustment, <i>Compatible Use Program</i>	Oct. 1, 2016 – Dec. 31, 2017	\$319,187

*Southeastern Connecticut Community Rating System Study* – The purpose of this study is to provide assistance to member municipalities interested in joining or improving standing in the National Flood Insurance Program Community Rating System (CRS), a program of the Federal Emergency Management Agency, and to develop a model participation and enrollment guide for future municipalities interested in the CRS. This project is on-going and will conclude in early 2019. It meets the intent of the Regional Performance Incentive Program, which was established to encourage innovation in operations and programs of regional councils of governments.

Project Outcomes: Three municipalities currently in the CRS will improve CRS standing; one town will improve standing significantly. Four non-CRS municipalities will enroll in the CRS. In addition to these accomplishments, SCCOG hopes that the CRS model and enrollment guidance produced will allow staff to assist other member municipalities with enrollment at a later date.

*Southeastern Connecticut Critical Facilities Assessment (CFA)* – The purpose of this study was to assess site-specific vulnerabilities of 18 critical facilities—which consisted of fire stations, police stations, town halls, and public works garages—located in flood and storm-surge zones. This project was a recommendation of SCCOG’s 2012 regional hazard mitigation plan.

Project Outcomes: The CFA studied site-specific risks of 18 critical facilities relative to flooding, wind and snow. Based on each location's risks, engineers developed site-specific recommendations for mitigating risks and facility elevation certificates, with the goal of ensuring these facilities stay on-line during natural hazard events. Recommendations included needed structural repairs, flood-proofing, flood barriers, relocation of key building components and building relocation. This project clearly met the intended use of funds under the Municipal Resilience Grant Program, which funds studies, designs and construction projects, undertaken by municipalities or regional councils of governments, aimed at reducing risk to natural hazards.

SUBASE New London Joint Land Use Study (JLUS) – A JLUS is cooperative land-use planning effort between local government and a military installation to ensure the lasting compatibility of an installation with its neighboring community by creating a policy framework that supports the community's economy and environment without compromising the military's mission.

Project Outcomes: The SUBASE New London JLUS identified issues and developed strategies related to the interactions between Naval Submarine Base New London (SUBASE New London), and the towns in proximity to the base, including strategies related to transportation, use of the Thames River, land use, and coordination and cost-sharing. Strategies encouraged cooperation between local governments, SUBASE New London, the Department of Defense, local businesses, and other stakeholders such as the CT Department of Transportation. Strategies of the study are currently being implemented by an Implementation Committee, which meets regularly. This project met the intended use of funds under the Compatible Use program, which is to ensure military bases are able to carry out their operations in-line with the defense needs, with mutual respect given to the built and natural environments of the areas in which they are located.

ii. Compliance with Grant Requirements

Southeastern Connecticut Community Rating System Study – SCCOG managed grant compliance and contributed staff assistance for this project. Technical work was done by a consultant.

Special Requirements: Submit quarterly reports to the CT Office of Policy and Management.

Reporting: SCCOG submits quarterly reports to the CT Office of Policy and Management, which summarize the current progress of the project, expected completion, and obstacles. SCCOG is working closely with the consultant team throughout the duration of the project and receives monthly progress reports.

Compliance Issues: There have been no issues to report. SCCOG received a grant extension to change the expiration of the grant from December 31, 2018 to June 30, 2019; this was due to the time it has taken to complete desired tasks.

Southeastern Connecticut Critical Facilities Assessment – SCCOG managed grant compliance for this project. Technical work was done by a consultant.

Special Requirements: N/A.

Reporting: SCCOG updated the Connecticut Institute for Resilience and Climate Adaptation, regarding project progress, on an as-needed basis. SCCOG worked closely with the consultant team and was updated on the progress of the project at key phases. Because of the short duration of the contract under which the consultant was working, there was no need for formal progress monitoring.

Compliance Issues: There were no issues to report.

SUBASE New London Joint Land Use Study – SCCOG managed grant compliance and contributed staff assistance as an in-kind match for this project. Technical work was done by a consultant team.

Special Requirements: Submit quarterly reports to the Office of Economic Adjustment.

Reporting: SCCOG submitted quarterly reports to the Office of Economic Adjustment, which summarized progress toward objectives, specific accomplishments, and amount of money spent on budgeted activities. SCCOG received monthly progress reports from the consultant team and actively participated as staff. The Executive Director and Assistant Director of SCCOG were actively involved in all phases of the project.

Compliance Issues: There were no issues to report.

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<sup>i</sup> Pazniokas, M. (2019, January 14). Lamont: Electric Boat boasts ‘extraordinary numbers’ to double workforce. CT Mirror. CT Post. Retrieved from <https://www.ctpost.com/local/article/Lamont-Electric-Boat-boasts-extraordinary-13532154.php>

<sup>ii</sup> Town of Lisbon Planning & Zoning Commission. (2016). Lisbon Plan of Conservation and Development. Town of Lisbon. Retrieved from [http://lisbonct.com/PDF/Lisbon-POCD\\_3.30.2016\\_email.pdf](http://lisbonct.com/PDF/Lisbon-POCD_3.30.2016_email.pdf)

<sup>iii</sup> Connecticut Department of Labor. (2019). Historical Labor Force Monthly Data w/ Annual Averages by Town (LAUS) - State of Connecticut. Wethersfield: Connecticut Department of Labor. Retrieved from <https://www1.ctdol.state.ct.us/lmi/laus/laustown.asp>

<sup>iv</sup> United States Census Bureau / American FactFinder. (2018). 2012-2016 American Community Survey 5-year Estimates. Census Bureau. Retrieved from <https://factfinder.census.gov/>

<sup>v</sup> United States Census Bureau / American FactFinder. (2018). 2012-2016 American Community Survey 5-year Estimates. Census Bureau. Retrieved from <https://factfinder.census.gov/>

<sup>vi</sup> United States Census Bureau / American FactFinder. (2018). 2012-2016 American Community Survey 5-year Estimates. Census Bureau. Retrieved from <https://factfinder.census.gov/>

<sup>vii</sup> Minority population meaning percentage of population that is not “non-Hispanic, white”.

<sup>viii</sup> United States Census Bureau / American FactFinder. (2018). 2012-2016 American Community Survey 5-year Estimates. Census Bureau. Retrieved from <https://factfinder.census.gov/>

<sup>ix</sup> Connecticut Department of Public Health. (2012). Children with Asthma 2009 - 2012. CT Data Collaborative. Retrieved from <http://data.ctdata.org/visualization/children-with-asthma>

<sup>x</sup> Connecticut Department of Public Health. (2014). Lung Cancer Deaths: 2010 - 2014. Connecticut Data Collaborative. Retrieved from <http://data.ctdata.org/visualization/lung-cancer-deaths>

<sup>xi</sup> Connecticut Department of Mental Health and Addiction Services. (n.d.). Mental Health and Substance Abuse Treatment Admissions: 2016. Connecticut Data Collaborative. Retrieved from <http://data.ctdata.org/visualization/mental-health-and-substance-abuse-treatment-admissions>

<sup>xii</sup> United States Census Bureau / American FactFinder. (2018). 2012-2016 American Community Survey 5-year Estimates. Census Bureau. Retrieved from <https://factfinder.census.gov/>

<sup>xiii</sup> United States Census Bureau / American FactFinder. (2018). 2012-2016 American Community Survey 5-year Estimates. Census Bureau. Retrieved from <https://factfinder.census.gov/>

<sup>xiv</sup> Disengaged youths are not enrolled in school, not employed and/or not in the labor force. Statistics are derived from the United States Census Bureau, American Community Survey.

<sup>xv</sup> Connecticut Data Collaborative. (2018). Disengaged Youth: 2012 - 2016. Connecticut Data Collaborative. Retrieved from <http://data.ctdata.org/visualization/disengaged-youth>

## Threshold Criteria

### 1. Applicant Eligibility

The Southeastern Connecticut Council of Governments (SCCOG) is a Regional Council of Governments, established under Sections 4-124i through 4-124p of the Connecticut General Statutes. Regional Councils of Governments are authorized under Connecticut General Statutes Section 4-234p to apply for, and make use of, Federal and other funds. *See Attachment.*

### 2. Community Involvement

SCCOG will implement a community engagement plan that encompasses the planning, progress, and production aspects of the proposed assessment project, and that is on-going from inception to completion. Planning community outreach will involve holding public meetings in each town, including: (1) brownfield workshops meant to generate redevelopment options for Priority Sites that gauge community needs; (2) community leadership meetings that involve town officials, to discuss priorities for brownfield redevelopment; and (3) informational and strategic meetings with relevant State officials, private developers, town residents, and other stakeholders.

During the progress on the proposed assessment project(s), SCCOG staff will meet with local Planning and Zoning Commissions on a regular basis to discuss progress and findings and continue to dynamically inform redevelopment decision-making and fund-raising. Once assessment projects are completed, final reports will be made available to the public. Public comment will be provided throughout the project. SCCOG will make monthly progress updates available internally at SCCOG Board meetings and externally to the stakeholder towns. SCCOG will post progress updates on its web site and Facebook page. SCCOG will also work closely with the community organizations identified below. All meetings will be open to the public and properly noticed.

Partner Name	Point of Contact (name, email & phone)	Specific role in the project
Town of Sprague	Catherine Osten, First Selectman (860) 822-3000   c.osten@ctsprague.org	Subject municipality
Town of Lisbon	Thomas Sparkman, First Selectman (860) 376-3400   tsparkman@lisbonct.com	Subject municipality
Town of Bozrah	Glenn Pianka, First Selectman (860) 889-2689   firstselectman@bozrahct.org	Subject municipality
Southeastern Connecticut Enterprise Region	Nancy Cowser, Executive Director (860) 437-4659   ncowser@secter.org	Coordinating partner
The Last Green Valley	Lois Bruinooge, Executive Director (860) 774-3300   lois@tlgv.org	Coordinating partner
Eastern Connecticut Conservation District	Dan Mullins, Executive Director (860) 319-8806   dan.mullins@comcast.net	Coordinating partner

### 3. Expenditure of Assessment Grant Funds

The Southeastern Connecticut Council of Governments does have an active Brownfields Assessment Grant from the United States Environmental Protection Agency.

ATTACHEMENT: Connecticut General Statutes Sections 4-124i through 4-124p, concerning Regional Councils of Governments.

[https://www.cga.ct.gov/current/pub/chap\\_050.htm#sec\\_4-124p](https://www.cga.ct.gov/current/pub/chap_050.htm#sec_4-124p)

- Regional Councils of Governments are established by member municipalities in planning regions established by the Connecticut Office of Policy and Management.
- Regional Councils of Governments are authorized by statute to receive and use Federal funds.

Sec. 4-124i. Regional councils of governments. Definitions. As used in sections 4-124i to 4-124p, inclusive: (1) "Planning region" means a planning region of the state as defined or redefined by the Secretary of the Office of Policy and Management, or his designee under the provisions of section 16a-4a; (2) "Chief elected official" means the highest ranking elected governmental official of any town, city or borough within the state; (3) "Elected official" means any selectman, mayor, alderman, or member of a common council or other similar legislative body of any town or city, or warden or burgess of any borough; (4) "Council" means a regional council of governments organized under the provisions of sections 4-124i to 4-124p, inclusive; (5) "Member" means any town, city or borough within a planning region of the state having become a member of a regional council of governments in accordance with sections 4-124i to 4-124p, inclusive.

Sec. 4-124j. Creation. Membership. Withdrawal. Within any planning region of the state a regional council of governments may be created by the adoption of sections 4-124i to 4-124p, inclusive, by ordinance of the legislative bodies of not less than sixty per cent of all towns, cities and boroughs within such planning region entitled to membership on such council as hereinafter provided. All towns, cities and boroughs within a planning region shall be entitled to membership on such council, including any city or borough with boundaries not coterminous with the boundaries of the town in which it is located. Any nonmember town, city or borough entitled to membership may join the council by the adoption of said sections by ordinance of its legislative body. Any member town, city or borough may withdraw from the council by adoption of an appropriate ordinance of its legislative body to become effective on the date of such adoption; provided, however, that any such withdrawing member shall be obligated to pay its pro rata share of expenses of operation and pro rata share of funds committed by the council to active programs as of such date of withdrawal.

Sec. 4-124k. Representatives of members. Each member of a regional council of governments shall be entitled to one representative on the council who shall be the chief elected official of such member, or in the absence of any such chief elected official, an elected official appointed in the manner provided by ordinance of the legislative body of such member. Each representative of a member shall be entitled to one vote in the affairs of such council.

Sec. 4-124l. Certification of establishment of council. Transitional period. (a) Upon the adoption of sections 4-124i to 4-124p, inclusive, or upon the ratification of a resolution adopting said sections, as provided in section 4-124j, by any town, city or borough entitled to membership on a regional council of governments, the clerk of such town, city or borough shall immediately prepare and file with the Secretary of the Office of Policy and Management or his or her

designee a certified copy of the adopting or ratifying ordinance, and, upon receipt of such certified ordinances from not less than sixty per cent of all such towns, cities and boroughs within a planning region, said secretary or his or her designee shall certify to such towns, cities and boroughs and all other eligible towns, cities and boroughs within the planning region, that a regional council of governments has been duly established within such planning region. Any subsequent ordinances adopting the provisions of said sections, or effecting the withdrawal from the council of a member shall be similarly filed. (b) (1) If two or more regional councils of governments, regional councils of elected officials, regional planning agencies or any combination of such councils or agencies exist within the same planning region at the time of an adoption or ratification pursuant to subsection (a) of this section, the municipalities comprising such councils and agencies shall negotiate a consolidation of operations. The individual activities of such existing councils and agencies shall continue, uninterrupted, for the transitional period. Such transitional period shall commence upon the date of the certification by the secretary pursuant to subsection (a) of this section. During such transitional period, the chief elected officials of each municipality within the planning region designated by the secretary pursuant to section 16a-4c shall constitute a transitional executive committee that shall have the following authority and responsibility: (A) To draft and propose bylaws for adoption by the certified regional council of governments; (B) to select and propose for election by the certified regional council of governments candidates for offices of such council, which may include one or more members of the transitional executive committee; (C) to propose staffing arrangements for adoption by the merged regional council of governments; (D) to prepare and propose, for adoption by the certified regional council of governments, a program of planning and implementation activities that shall provide for the assumption of active programs of the existing council or agency, as agreed upon and deemed appropriate by the transitional executive committee following appropriate due diligence and good faith negotiations, including a budget for such agreed-upon programs for a period not to exceed one year from the date on which the transitional period terminates; and (E) to propose, for adoption by the certified regional council of governments, the date on which the transitional period shall terminate, provided such date is not later than January 1, 2015. (2) Upon the termination of the transitional period, the certified regional council of governments shall succeed to and be responsible for all of the rights, privileges and obligations, whether statutory or contractual, of any existing councils or agencies relating to such active programs as may be recommended by the transitional executive committee and adopted by the certified regional council of governments following appropriate due diligence and good faith negotiations during such transitional period. Any of the rights, privileges and obligations of the existing councils or agencies that are deemed unacceptable, in the sole discretion of the transitional executive committee, for assumption by the certified regional council of governments may continue to be administered by an unincorporated association of the municipalities that comprised the existing council or agency for a term to be determined by the member municipalities.

Sec. 4-124m. Rights and duties of councils. Section 4-124m is repealed, effective January 1, 2015.

Sec. 4-124n. Bylaws. Officers. Committees. Meetings. A regional council of governments shall adopt bylaws for the conduct of its business and shall annually elect from among the representatives to the council a chairman, a vice-chairman, a secretary, a treasurer, who shall be bonded, and such other officers as may be designated or permitted in the bylaws. The bylaws may provide for alternate representatives of the council to attend and vote at any meeting in place of absent representatives and may provide for the organization of a regional planning



commission. No representative shall be eligible to serve more than two consecutive terms in the same office. The bylaws shall provide for an executive committee of the council and an executive committee of the regional planning commission and may provide for additional committees including nonvoting advisory committees. Meetings of the council shall be called by the chairman or as the bylaws shall otherwise provide and minutes of all meetings of the council, its committees and other official actions shall be filed in the office of the council and shall be of public record.

Sec. 4-124o. Regional planning commissions. Section 4-124o is repealed, effective January 1, 2015.

Sec. 4-124p. Receipt of funds. Dues. Contracts. Audits. Annual report. Each regional council of governments established under the provisions of sections 4-124i to 4-124p, inclusive, is authorized to receive for its own use and purposes any funds from any source including the state and federal governments and including bequests, gifts and contributions made by any individual, corporation or association. Any town, city or borough participating in a regional council of governments shall annually appropriate funds for the expenses of such council in the performance of its purposes. Such funds shall be appropriated and paid in accordance with a dues formula established by the regional council of governments. Such council may withhold any services it deems advisable from any town, city or borough which has failed to pay such dues. Within the amount so received, a council may engage employees, and contract with professional consultants, municipalities, the state and the federal governments, other regional councils of governments and other intertown, regional or metropolitan agencies, or with any one or more of them, and may enter into contracts from time to time to carry out its purposes. Any such contract shall be approved by action of the regional council of governments in a manner prescribed by the council. The accounts of any regional council of governments shall be subject to an annual audit under the provisions of chapter 111 and such council shall file an annual report with the clerks of its member towns, cities or boroughs, with planning commissions, if any, of members, and with the Secretary of the Office of Policy and Management, or his designee.

## Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☐ Preapplication  
☒ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

01/31/2019

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

### State Use Only:

6. Date Received by State:

7. State Application Identifier:

### 8. APPLICANT INFORMATION:

\* a. Legal Name:

SCCOG

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

06-0770236

\* c. Organizational DUNS:

6021269140000

### d. Address:

\* Street1:

5 Connecticut Avenue

Street2:

\* City:

Norwich

County/Parish:

New London County

\* State:

CT: Connecticut

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

06360-1501

### e. Organizational Unit:

Department Name:

Division Name:

### f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Mr.

\* First Name:

James

Middle Name:

\* Last Name:

Butler

Suffix:

Title:

Executive Director

Organizational Affiliation:

Southeastern Connecticut Council of Governments

\* Telephone Number:

8608892324

Fax Number:

8608891222

\* Email:

jbutler@seccog.org

## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

E: Regional Organization

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

### \* 10. Name of Federal Agency:

Environmental Protection Agency

### 11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

### \* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-18-06

\* Title:

FY19 GUIDELINES FOR BROWNFIELDS ASSESSMENT GRANTS

### 13. Competition Identification Number:

Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

Regional (three-municipality) project to assess and create re-use plans for five existing brownfield sites, as well as inventory additional sites. The three subject towns are rural.

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**\* a. Applicant \* b. Program/Project 

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**\* a. Start Date: \* b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="300,000.00"/>
* b. Applicant	<input type="text" value="0.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="300,000.00"/>

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name:

Middle Name:

\* Last Name:

Suffix:

\* Title: \* Telephone Number:  Fax Number: \* Email: \* Signature of Authorized Representative:  \* Date Signed: